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ABSTRACT

General directions are set for the Colorado State Library and for school, academic, public, and special in the state. The results of a needs assessment study are outlined and long-range library goals are delineated. Development plans contain problem statements, goal statements, and possible strategies for solving the problem at the local, state, and national levels. Mechanisms implied by suggested strategies include continuing education, establishment of guidelines, networking, and regional library services. The role of the Colorado State Library is projected, as are the responsibilities of local, state, and federal governments. A glossary, a bibliography, and data tables are appended. (LS)

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LIBRARIES COLORADO

A Plan for Development

Prepared by: The Task Force for Revision of
The Long-Range Plan
Marcelee Gralapp, Chairwoman

Sponsored by: The Colorado Council for Library Development

Approved by: The Colorado State Board of Education
November 6, 1975

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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February, 1976

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Introduction

"The beginning is the most important part of the work."
—Plato

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The Committee for Revision of the Long-Range Plan

Henry G. Shearouse, Jr., President of the Colorado Council for Library Development and Director of the Denver Public Library, appointed Marcelee Gralapp, Director of the Boulder Public Library, Chairwoman of the Committee for Revision of the Long Range Plan. Miss Gralapp appointed a task force of 44 library users, public administrators, librarians, trustees, and citizen representatives to assist in the revision of the long-range plan. A steering committee consisting of seven members of the task force was formed to do much of the data collection and analysis for the larger committee. Members of this steering committee were:

Marcelee Gralapp	*Chairwoman and Public Library Representative*
Leo Cabell	*Academic Library Representative*
Noble Freden	*School Library Representative*
Jack McCormick	*Special Library Representative*
Lee Thielen	*State Library Staff Member*
Eldred Wolzien	*Public Library Trustee*

In addition, James D. Meeks and, later, Richard M. Cheski as Deputy State Librarian were members of the steering committee.

Local Strength and Cooperative Programs

This document sets general direction for the State Library and for the individual school, academic, public, and special libraries in Colorado. It is to be used as a foundation for the writing of three-to-five year plans and annual budget documents for the Colorado State Library. The development of this plan was based on the premise that there is a "library community" made up of many diverse types of libraries serving certain clients and providing unique services. These individual library units must be strengthened and built to sufficient levels to provide quality information, educational, and recreational services to their clientele. The improvement of individual libraries can lead to a growth of the "library community" that is greater than the mere addition of library materials and staff. When libraries work together to promote the value of information services at all levels and for all client groups and when materials and information are shared between libraries, the quality of service increases.

What is the "sufficient level" for each type of library? Without guidelines, the individual librarian or administrator is unable to compare the current status of his or her library with objective measurements. Only school libraries and media centers now have such guidelines. This document also suggests ways that libraries can work together and attempts to define the state's role in library development and the responsibility for funding at all levels.

Background and Purpose

In 1965 the Colorado Council for Library Development, the Colorado State Library, and the Colorado Library Association developed *The Colorado Plan for Library Development*. After a series of statewide hearings, the plan was approved by the State Board of Education, adopted by the Colorado Library Association in 1966, and published in 1967. Its purpose was to serve as a general guide for the development of library services in the state.

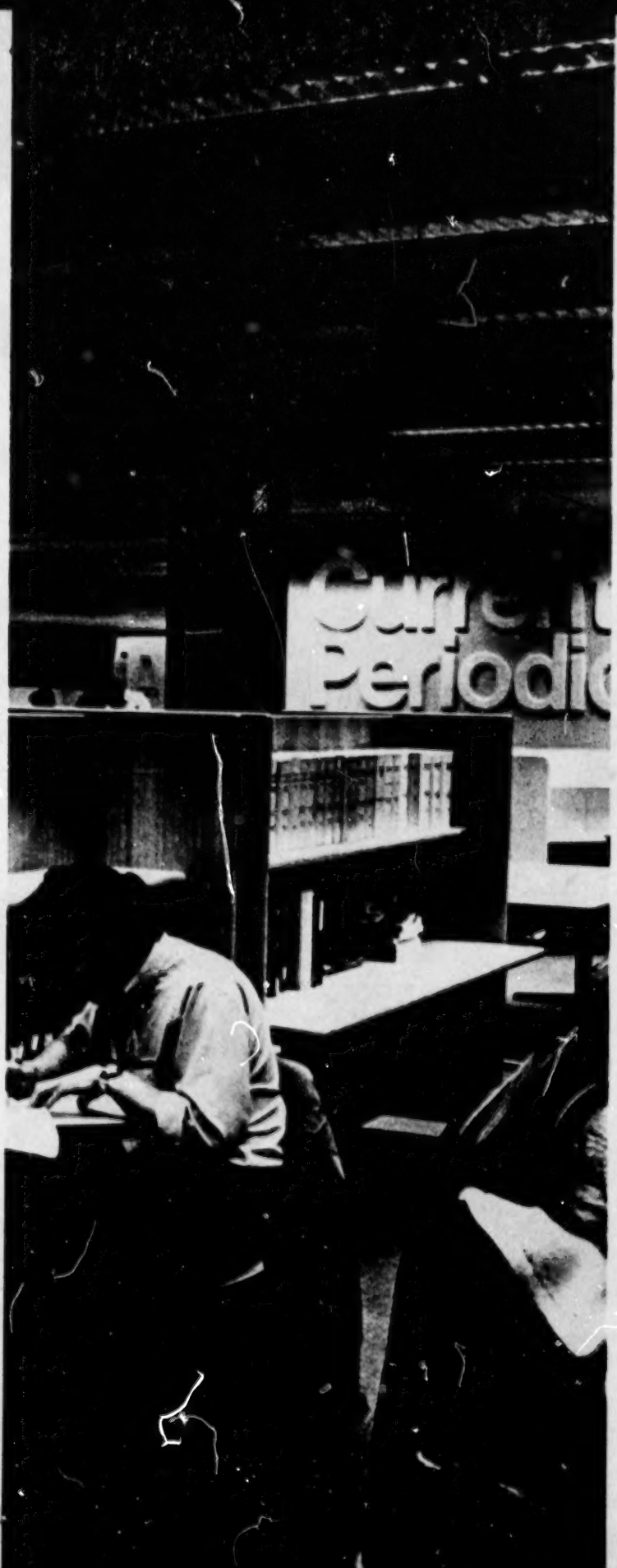
Much resulted from this 1967 plan. The role of the State Library was redefined and changes were made in both its programs and operations. The general book collection was dispersed to various public libraries, and the reference service was redesigned to meet the needs of state agencies and government employees. A continuing education program was started and consulting programs were continued and in some cases expanded. Perhaps the most significant accomplishment was the creation of the statewide reference network and the formation of seven public library systems.

Other objectives of the plan were not achieved because of funding, changing conditions, and altered priorities of the library community.

In 1972 the Colorado Council for Library Development was petitioned to evaluate the plan and revise it if necessary. A resolution to review and update the plan was adopted by the State Board of Education in April 1972. This resolution, which was reaffirmed by the State Board of Education in February 1974, stated;

The Colorado State Board of Education, at its meeting of April 11, 1972, adopted the following resolution relating to reviewing and updating the Colorado Plan for Library Development:

WHEREAS, the people of Colorado have a right to access to library and information services related to their interests and needs; and the State



Legislature has acknowledged the state's responsibility to assist in the provision of services through legislation; and

WHEREAS, the Colorado Council for Library Development and the Colorado Library Association did in 1965 devise and publish a plan for library development in Colorado; and the plan and the legislation have produced improved library services for the citizens of Colorado; and

WHEREAS, any plan for library development in Colorado periodically must be evaluated and revised to meet new needs and incorporate new concepts and techniques of library service.

NOW, THEREFORE, BE IT RESOLVED that a citizens committee be appointed by the Colorado Council for Library Development which shall:
Study the needs of the citizens of Colorado for sources of knowledge and information that can appropriately be provided by libraries;
Develop goals and objectives for libraries which will meet these identified needs;
Devise a plan whereby libraries in Colorado can be further developed to provide services required to meet these goals and objectives;
Propose methods of funding the plan through appropriate meetings and reports;
Keep the citizens of the state informed on the progress of the committee's work.

AND BE IT FURTHER RESOLVED that appropriate assistance be provided for the committee in its work.

"Libraries are the keepers of our history and our culture. But they are not merely storehouses of the relics of the past, but meeting places for people and ideas, vital partners in our system of education."
— Wilbur J. Cohen (1968)

The State

Colorado is diverse and fast growing. The population has increased by 50 per cent in the past ten years. Approximately 75 per cent of the 2.5 million residents live in the narrow corridor that stretches along the East Slope of the Rockies. In spite of intensive state growth, over half of the Colorado's 63 counties lost population between 1950 and 1970, and nearly half of the counties do not have a town with even 2,500 people. Coloradans have the highest level of education in the nation: almost 15 per cent of adults 25 years and older have completed four or more years of college.

Libraries

Today the nearly 1,400 libraries in the state include:

122	Public Libraries
30	Academic Libraries
1,040	School Libraries in 181 school districts
130	Special Libraries*
19	State Government Libraries
18	State Institutional Libraries

During 1974 over $36 million of public funds went to libraries in Colorado. This amount does not include funds to support libraries for business, federal government, and private schools and colleges. The public schools, state-supported universities and colleges, and public libraries each spent over $10 million to provide library service. Over 3,000 people operate these libraries.

Public libraries

The distribution of materials, funding, and staff for public libraries reflects the uneven population distribution of Colorado. Four public libraries, all located along the front range, each received over $1 million for library service in 1974. These four libraries received 54 per cent of all money going to support the 112 reporting public libraries. Seventy-nine per cent of the professionally trained public librarians work in the Denver metropolitan area. The library with largest operating budget was the Denver Public Library, which received $6,194,085 for library services.

During 1974 the public libraries received $15,881,986 and held 4,473,667 volumes (books), 2,553,696 titles (books), and 14,289 current subscriptions in their collections.

Academic libraries

In 1974 twenty-one state-supported colleges and universities held almost five million volume equivalents* Private colleges and universities held approximately 1.5 million volumes. Using the Clapp-Jordan formula, the state-supported academic libraries were at 75.8 per cent of the recommended collection size. The libraries in state colleges and universities had approximately 650 personnel of whom 182 were professional librarians. These libraries had budgets that totaled over $10 million. The largest collection is at the University of Colorado in Boulder, which held over 1.6 million volumes, followed by the Colorado State University, which had almost one million volumes. Over 50,000 current subscriptions were held by academic libraries in 1974. Private colleges and universities account for approximately 20 per cent of the expenditures supporting Colorado academic libraries.

School libraries/media centers

School libraries or media centers, as they are often called, represent the largest number of libraries in the state. In 1974 public school districts spent over $11 million to support media centers and employed 950 persons to operate them. Of these, 569 were professional librarians. Basing a minimal collection level on the number of items suggested for state accreditation of school districts, approximately 29 per cent of the school districts have an inadequate number of books per pupil; 88 per cent have an inadequate number of audio/visual materials per pupil; 45 per cent do not meet the minimal guidelines for the number of professional librarians; and 63 per cent have an inadequate number of library aides. Elementary schools have the least adequate media collections and staffing in the school districts.

Special libraries

Special libraries show the most organizational diversity. They are those libraries maintained by business firms, associations, governmental agencies, or other organized groups; collections are usually limited in scope to the subject areas of interest to the sponsor. In addition, collections on a specific, defined topic or for a particular clientele, which are part of a public, academic, or school library, may also be defined as special libraries. Both usually have significant depth in materials and information and often contain information not found elsewhere in the state.

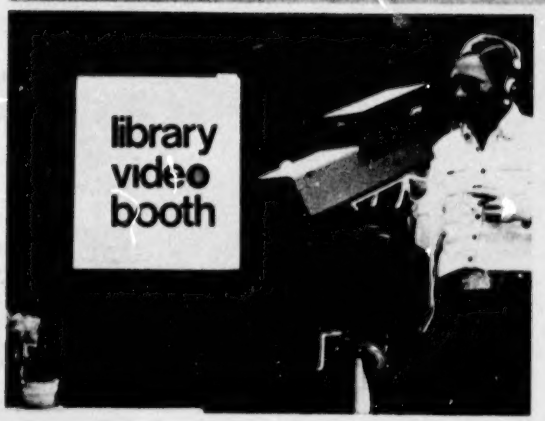
Special libraries also include state government libraries operated for a unique clientele or on a specific subject area. The State of Colorado has 37 libraries, of which 18 are located in facilities administered by the Colorado Department of Institutions or the Department of Social Services. The State Library is mandated by law to furnish or contract for library service to these penal, correctional, charitable, and medical institutions. Approximately 10,000 residents with unique rehabilitative, medical, educational, and recreational needs must be served through the institutions where they reside. In addition, the staff of these state institutions have professional informational needs.

The Directory of Colorado Libraries, 1974 lists approximately 150 special libraries that make materials or services available to the public or to other libraries on some limited basis in addition to the services offered to their special clientele. The general attitude of special librarians is that they will extend

**This figure does not include collections within school, academic, and public libraries often listed as special libraries.*

**A volume equivalent is a volume of serial or monographic publication; a title of a current serial or continuation publication, eight sheets of microfiche or eight microcards.*

the use of their collections whenever the sponsoring agency's policies make such services possible. Some of the libraries, however, restrict services to employees or members of the sponsoring organization. Often because of the proprietary nature of their materials, they maintain collections of classified materials, and technical or in-house reports are not generally accessible.



Assessment of The Needs of The Citizens For Library Services

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Sources of Information

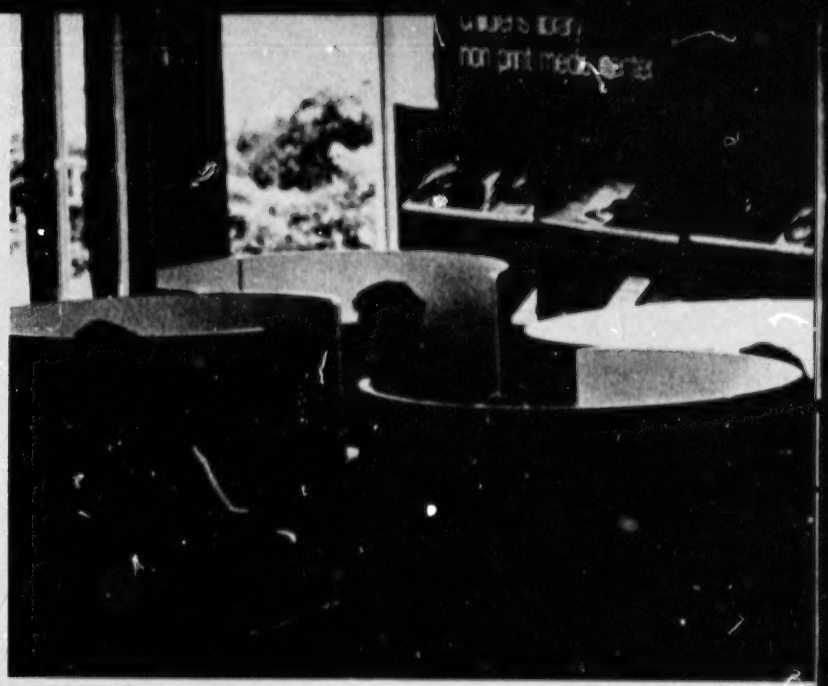
The State Library, through a Library Services Construction Act, Title I grant, contracted with Colorado Market Research Services to assess the needs of the library users and nonusers in 1973. As a result, a five-volume report entitled *A Survey of the Attitudes, Opinions and Behavior of Citizens of Colorado with Regard to Library Services* was published with survey information collected from over 1,000 personal interviews with Colorado citizens. In addition, over 1,000 librarians and administrators, representing professionals from all types of libraries, responded to a survey designed and administered by the steering committee. The response rate on this survey was approximately 40 per cent. A second questionnaire was mailed only to school libraries. Four hundred twenty-four school librarians responded to this survey, which also reflected a response rate of approximately 40 per cent. Individual testimony was an important source of information as well.

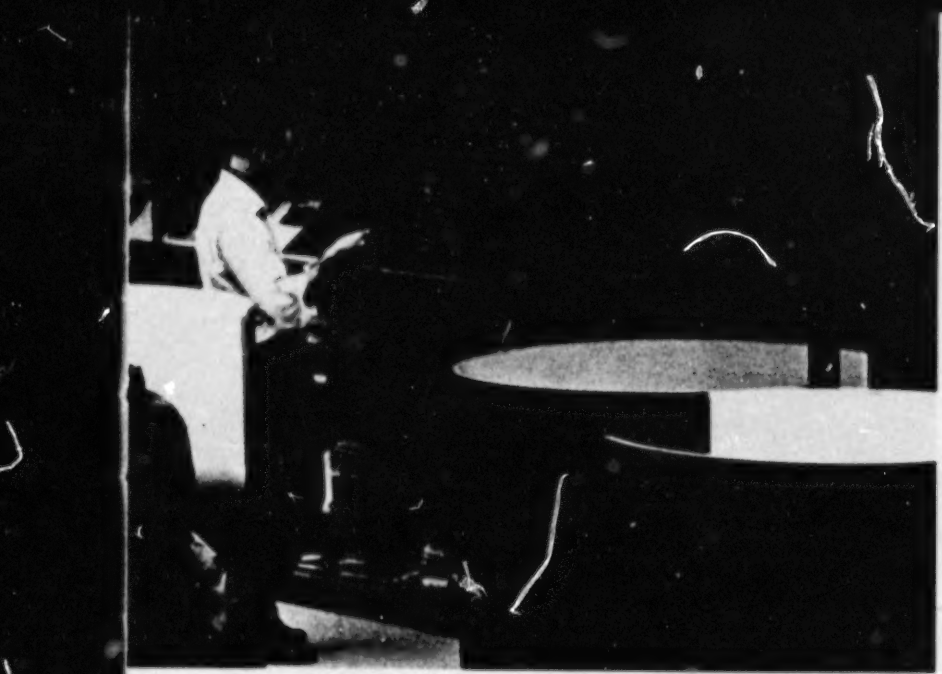
Summary of Results

In the survey conducted by the Colorado Market Research Services, Inc. the respondents reported a far greater use of radio and television than of printed materials. (See Table 1.) Those questioned did not feel that the library could supply their most needed types of information. (See Table 2.)

However, libraries in Colorado are heavily used. In fact, studies show that library use in other parts of the country is at least 10 per cent lower than in Colorado. Tables 3-5 show overall use, use according to student status, and cross-usage.

A profile of user versus nonuser (someone who did not use a library during the past year) shows that libraries are used most frequently by college-trained, middle and upper income women. (Students, especially secondary school students, are also highly frequent users.)





"One of the weaknesses of our age is our apparent inability to distinguish our needs from our greeds."
— Don Robinson

Those not using libraries basically did not know what the library had to offer and, therefore, did not consider it a source of needed information. Over 50 per cent of the nonusers said they were too busy, did very little reading, or didn't think of using the library.

Over half (52 per cent) of those who knew the location of their nearest public library felt that the library was inadequate. However, a review of relatively common library services showed that many were considered useful, but people were unaware of their availability.

In general, however, the citizens of Colorado viewed libraries as a means of self-improvement and felt that most people do not take advantage of available library services. Overwhelmingly, they felt that library services should remain free of charge; even nonusers felt these services are worth tax support.

More detailed information about student, nonstudent and geographical area responses is available in *A Survey of the Attitudes, Opinions, and Behavior of Citizens of Colorado with Regard to Library Services*. However, an overview shows that libraries cannot and should not try to provide all the kinds of information that people need. Immediate daily sources of such information as the weather and the news of the day are obviously most efficiently provided through other sources. At the same time, libraries have not adequately informed users and potential users about library services other than the traditional services. Multi-sensory media are not connected with library service in the minds of most people even though such media are heavily used throughout our society for transmitting information.

Libraries are still principally used by the more educated and middle-to-upper-income groups. Efforts are needed to broaden the library clientele.

Long-Range Goals For Libraries

"The perpetual obstacle to human advancement is custom."
— John Stuart Mill

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Purpose of Libraries

Libraries are different things to the different people they serve. However, the steering committee for long-range planning felt that a statement of the basic purpose of libraries is needed to provide a focus and a direction to the statewide planning of library services. Thus, the following statement of purpose evolved:

To assist individuals in the development of their intellectual and creative potential (and therefore benefit all aspects of society), libraries provide information and related services in an ordered way, meeting the users' needs for information with available or potential resources and services.

This definition does not restrict libraries to a particular medium of information or communication; it focuses on meeting the needs of individuals.

Major Precepts of Statewide Library Service

Equality of opportunity for access to library service for all citizens of Colorado requires the following six precepts:

1. *The state's information resources are the aggregate of all the resources of all libraries in Colorado.*
2. *Access to at least a minimal collection within the local community or within a reasonable distance from home, school, or place of work is the right of every citizen.*
3. *Every library is an entry point to the state's information resources.*
4. *Flexible library service meets the changing needs of the individual by using changing resources, the benefits of technology, and other innovations.*
5. *The continuous evaluation of library service maintains quality of service at the highest levels of effectiveness and efficiency possible with the available resources.*
6. *Statewide service is supportive of the goals of existing libraries and related agencies. The mutual sharing of resources whenever practical and efficient enhances the achievement of these goals.*

Planning Assumptions

The development of goals for library service in Colorado involved several assumptions including the preference for focusing on library service as a means of individual self-development and the realization that every citizen should have *access* to library service. The library profession cannot say that everyone should use libraries: that is an individual decision based on need, personal resources, access to other sources of information, and other related factors.

The plan recognizes that there are at least the four types of libraries described earlier: public libraries, academic libraries, school libraries/media centers, and special libraries.

The commonalities among all types of libraries are the framework upon which total library service in the state must be built. However, the uniqueness of these different libraries is noted and respected.

Finally, the plan examines the problems of financial resources, attitude, organization, management, and leadership that face the providers of library service.

Goals and Objectives

The strength of the individual library and cooperation between and within various kinds of libraries are the keys to mobilizing library resources for the benefit of all users. Although different kinds of libraries are characterized by unique services or a specific clientele, certain problems or barriers to good library service are common to all. These barriers to increased cooperation and local improvement fall into four basic categories: community relations, cooperative relations, financial resources, and personnel and facilities.

Library/community relations

Improved library service requires awareness, an awareness by the library of the needs and desires of the community it serves and an awareness on the part of the community of the services available. The goals identified specifically to achieve improved library-community relations are:

1. *Identification of user needs through regular and systematic efforts by libraries and library agencies.*
2. *Collections and services reflecting the the nature of the community and fulfilling the needs of local users. Expensive or rarely used materials should be available to but not owned by all libraries.*
3. *Community and individual awareness of the usefulness, importance, and relevance of library resources and services.*
4. *Community awareness of basic library and information services available locally and through library agencies.*
5. *Provision of equal access to library services for the handicapped.*
6. *An increase in the public service capacity of libraries.*

Cooperative relations

Cooperation and coordination among libraries and library agencies will enhance the service potential of each by broadening the availability of materials to individuals, schools, and other organizations throughout the state. Therefore, the following goals are recommended:

1. *Participation in and contribution to network arrangements according to local capabilities and needs by all types of libraries.*
2. *An increased understanding of the interrelationships among libraries as well as a recognition of the unique qualities of individual libraries, particularly among funding and policy-making agencies and librarians. Cooperative efforts and plans should be a basis for major funding.*
3. *Coordination of library programs with other local or regional programs.*

Financial resources

Sufficient resources must be available to operate a high level of library services throughout the state, and must be used to achieve the most efficient and effective service possible. To assist in this area, credibility must be developed with all levels of government officials by documenting citizen needs and demonstrating cost-effective services to meet those needs. Thus libraries will be able to compete effectively for the public dollar in the best interests of the community.

Personnel and facilities

Since personnel and facilities are critical to the services which a library provides, the following goals have been established:

1. *Effective and efficient library management, using those management techniques successful in other types of institutions, organizations, and businesses.*
2. *The establishment of standards for librarian performance.*
3. *The establishment of guidelines for minimum facilities and equipment for various types and sizes of libraries.*
4. *The approval of selection policies by the governing body of each library with minimum restrictions on the librarians' choice of materials.*
5. *The assumption of new roles by librarians to meet the challenges of new technology and new areas of service.*
6. *The assumption of a leadership role in planning by librarians.*
7. *Library direction and development including mechanisms for continuous evaluation and review and flexibility to adapt to changing environments.*

These goals to improve library service are seen as shared by the Colorado community. To achieve them will involve the efforts of all libraries.

The Identification of Problems, Goals, and Strategies

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After analyzing information from many sources, the task force and steering committee identified problems that hinder library development, defined goals to solve those problems, and suggested strategies for action.

Only after the problems or difficulties which hinder library development were identified did the two groups focus their attention on goals to solve or eliminate these barriers. A second meeting was held to develop these goals.

The third step of the process was to determine strategies which could be used to meet the goals. Because new technologies, resources, and priorities may alter the optimum strategy to use in meeting goals, the strategies are identified as possible or alternative strategies. The problems and the goals are expected to be unchanged for a number of years.

The following pages list the problems, goals, and strategies at the local, state, and national level. Although only local, state, and national resources are identified, the regional library service systems will also provide support that may complement state and/or local efforts.

"Things do not happen in this world — they are brought about."
— John M. Hay

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Library/Community Relations

	Problems	Goals
1.	Most citizens have a limited understanding of the range of holdings and services available through libraries. This lack of understanding includes unawareness about networking and alternative potentials of libraries. Non-users also need to be made aware of available library services. Unawareness is a barrier to accessibility of information.	Community awareness of basic library and information services available locally and through library agencies.
2.	The community may not see reasons for using libraries. There may be a lack of community support for libraries because the library is not seen as fulfilling the needs of the citizenry.	Community and individual awareness of the usefulness, importance and relevance of library resources and services.
3.	User needs must be identified.	Identification of user needs through regular and systematic efforts by libraries and library agencies.
4.	4. Library materials and services may not be relevant to community needs and expectations.	Collections and services reflecting the nature of the community and fulfilling the needs of users. Local materials should be appropriate to the community. Expensive or seldomly used materials should be available but not owned by all libraries.
5.	Some library users are physically unable to use conventional print library materials. Their access to library service is restricted.	Provision of equal access to library service for the handicapped.

Possible Strategies

Local Strategies	*State Strategies*	*National Strategies*
The library will provide local public information programs and will strive to inform citizens and administrators of the value of library services.	The State will plan and coordinate workshops on public information. The State Library will provide consulting service to the local library.	
Trustees and other library/media advisory boards will help interpret the library's programs to the public and the community's needs to the library administration. School, academic and special libraries, as well as public libraries, benefit from advisory boards.		
Libraries will use surveys, questionnaires, contact community organizations, etc. to gather the information needs of the community. Trustees and advisory boards will provide a link between the community and the library.	State should provide consulting assistance when requested. State should aid those local libraries (public and schools) whose local funds are insufficient to produce even a minimal collection.	Library of Congress shall act as a regional back-up source for seldomly used materials. Other national resources such as the Center for Research Libraries will act as back-up sources.
	State shall assign and support in-depth collections within the state. These shall be part of a statewide reference network with guaranteed access for all citizens of the State. State shall support and encourage union catalogs.	
Special library services will be made available to more handicapped persons through a public information program. All types of libraries will maintain personal contact with handicapped users, provide reader advisory service on reference service, and limited loan of playback equipment. Libraries should try to make all facilities and services which are available to non-handicapped users available to handicapped users as well.	The State Library will communicate with local libraries regarding library materials which are, or might be, available for the blind and physically handicapped. It will also provide limited quantities of playback equipment, books, magazines, and catalogs made available by the Library of Congress as well as brochures and application forms.	The Library of Congress will continue to provide limited quantities of playback machines, books, magazines, catalogs and other printed information through the State Library Services for the Blind and Physically Handicapped.

"Thinking is easy, acting is difficult, and to put one's thoughts into action is the most difficult thing in the world."
—Goethe

	Problems	Goals
Library/Community Relations		
6.	Libraries need to devote an increasing proportion of budget expenditures to direct services to users.	An increase in the public service capacity.
Cooperative Relations		
1.	For various reasons, some libraries tend to avoid participation in networks.	Library participation in and contribution to network arrangements according to local capabilities and needs. Included in the networking should be academic, school and special libraries.
2.	Some funding and policy-making agencies and librarians do not comprehend interrelationships among libraries. Each facility is often viewed as standing alone.	An understanding of the interrelationships among libraries as well as a recognition of the unique qualities of individual libraries should be encouraged, particularly among funding and policy-making agencies, and librarians.
3.	Libraries need to take full advantage of cooperation and coordination with other libraries and library agencies in order to enhance service potential.	Coordination of library programs with other local or regional programs.

Possible Strategies

Local Strategies	*State Strategies*	*National Strategies*
Libraries will try to increase the efficiency of the processing section. Service should be a high priority. Where more efficient and effective, commercial processing and automated processing tools will be used to release resources for public service.	The State will support automated means of reducing processing costs where appropriate.	National and multi-state networks will be encouraged and developed to facilitate processing as well as inter-library loan and other services.
Library directors will encourage staff members to promote network usage. Library personnel will inform users about services provided by a network.	The State will encourage cooperative programs and the sharing of resources through workshops and through maintaining and strengthening network capability. The State Library will develop appropriate programs.	The Federal Government will encourage networking through funding and long-range planning.
	The State will encourage the concept of "a network of networks" and will work gradually with historically hesitant organizations.	The Federal Government will support regional and national network plans and programs.
Library administrators must work closely with local and regional government officials and school adminstrators.	The State will assist local and regional system librarians in working with local officials. Regional systems will explore relationships with other public regional organizations.	

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"If there are obstacles, the shortest line between two points may be the crooked line"
—Bertolt Brecht

	Problems	Goals
Financial Resources		
1.	Library services may be hindered by inadequate financial resources.	Availability of sufficient resources.
2.	Libraries need to work with political leaders and compete effectively for the public dollar in the best interests of the community.	Credibility must be developed with levels of government officials in order that libraries can compete effectively for the public dollar in the best interests of the community.
Personnel and Facilities		
1.	There is a need for efficient and effective management of the library.	Effective and efficient library management, utilizing those management techniques successful in other types of institutions, organizations and businesses.
2.	Standards for librarian performance are needed.	The establishment of standards for librarian performance.
3.	Physical facilities and equipment are not adequate to provide minimal library service.	The establishment of guidelines for minimum facilities and equipment for various types and sizes of libraries.

Possible Strategies

Local Strategies	*State Strategies*	*National Strategies*
Boards of trustees and other governing boards will have principal responsibility for sufficient funding. Librarians should be responsible for identifying sources of funds and stimulating action from the governing boards. Advisory bodies will work to secure sufficient funds to support library/media programs.	State government is responsible for funding interjurisdictional activities i.e. networking, achieving uniform levels of services throughout the State and insuring that all users have access to library service. The State shall fund and operate programs which are not cost-effective at the local level.	The Federal government will promote experimental programs and cooperation on a multi-state level.
Libraries will have a commitment to serve their communities. Library administrators will work closely with city and county officials, school administrators and other key administrators. Trustees and other advisory bodies will work with public officials to gain support for library/media programs.		
Libraries will hire qualified personnel and encourage library schools to teach management courses.	The State will provide consulting assistance on management and will plan and coordinate training in library management.	
Associations and local professional library organizations will help develop guidelines for performance in different types and sizes of libraries. Library schools should offer programs providing the skills to meet these standards. Librarians should develop and follow a code of ethics.	The State will help develop and encourage utilization of standards/guidelines.	
Librarians will review and use, when appropriate, national standards of professional library organizations, and other professional organizations such as the American Correctional Association or the Joint Commission on Accreditation of Hospitals. Librarians will help establish individual guidelines for Colorado. Librarians will use public information programs to faciliate acceptance of guidelines.	The State will help develop and utilize standards/guidelines. State funding will be dependent upon meeting those standards/guidelines.	

"What sets us against one another is not our aims – they all come to the same thing – but our methods, which are the fruit of our varied reasoning."
... Antoine Saint Exupery

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	Problems	Goals
Personnel and Facilities		
4.	Censorship threatens the free interchange of ideas in libraries.	The approval of selection policies by the governing body of each library with minimum restrictions on the librarians' choice of materials.
5.	Librarians are assuming roles different from the traditional ones of the past.	The assumption of new roles by librarians to meet the challenges of new technology and new areas of service.
6.	Effective library service requires improved planning which is creative and imaginative in nature.	The assumption by librarians of a leadership role in planning.
7.	The changing environment of libraries may require great adaptability of library agencies, services and methods. Library direction and development must be determined.	Library direction and development will include mechanisms for continuous evaluation and review and must remain flexible enough to adapt to changing environments.

Possible Strategies

Local Strategies	*State Strategies*	*National Strategies*
The governing boards of every library will approve and support a selection policy.	The State will support local efforts to rationalize selection practices and policies.	
Librarians will be open to change and new ideas.	The State will provide the leadership to support new ideas that are cost-effective and improve services. The State will fund innovative projects and aid in the dissemination of information about them. The State will lead in exploring new aspects of technology i.e. cable televison, automated data bases, et	The Federal government will provide funds for innovative projects.
Libraries will use political processes in planning, communication with State and local officials, representatives, and administrators. Librarians will participate fully in local planning efforts and establish the library as a major component of local government.	The State Library must communicate ideas, strategies, and examples of success and must coordinate action involving State offices, agencies, etc.	
The Colorado Council for Library Development should establish a permanent committee to evaluate plans annually prior to the budget process and preparation. Committee membership should include representatives from all types of libraries, and citizens. The committee should provide broad input on changing needs.	Local planning committees may evaluate library services in the community.	

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Mechanisms Implied By Suggested Strategies

"The librarian of today and tomorrow must have technical and professional skills, but above all he must have skill with people. He is a teacher whose subject is learning itself."
—Douglas M. Knight
National Advisory Commission on Libraries

Some of the suggested strategies involve specific mechanisms, particularly at the state level, that are needed to improve Colorado's library service. These include continuing education for library personnel, the establishment of guidelines, networking, and regional library service systems. In addition, the role of the Colorado State Library in both library development and as a provider of library service and the responsibilities of the local, state, and federal governments warrant further discussion.

Continuing Education

Continuing education, the maintenance and further development of skills, is needed to help libraries and their staffs keep abreast of the rapid developments in the management and dissemination of information and to meet expanding service needs. In ordering their priorities and needs, librarians and administrators of all types of libraries listed "continuing education" most often after their basic budgetary needs.

The responsibility for continuing efficient personal development is a shared one. The individual must first give sufficient attention to his own self-development to meet a level of competence on which formal programs of continuing education and staff development can be built. Individual libraries must then provide in-service opportunities at various levels of staff competence to insure maximum productivity in library service. The various associations are another source of exceptional expertise that can be used to develop education programs. In addition, accredited and nonaccredited library schools have an obligation to assist in the continuing education for both alumni and other librarians. Finally, the staff and financial resources of the State Library provide an important foundation for the development of a coordinated and cooperative program of continuing education and staff development among all concerned groups.

The two basic purposes for the continuing education program are:

1. *To enable individuals working in libraries to respond to the continually changing needs of the communities.*
2. *To improve library service in its broadest sense by improving the staff in all levels (professionals, paraprofessionals, and clerical), trustees, and advisory boards of all types and sizes of libraries.*

Objectives of this program are:

1. *Equality of access to continuing education opportunities to library/media personnel in Colorado.*
2. *Dissemination of information on the various sources for continuing education to the library/media personnel in Colorado.*
3. *Coordination and planning of a total continuing education program in the state in conjunction with the various sources for continuing education.*

Guidelines

In response to planning surveys, librarians and administrators from all types of libraries cited the need for the state to establish guidelines to provide direction for local library service. Guidelines rather than standards were favored by most respondents. The national standards being set by professional organizations and associations are often considered inappropriate or unrealistic for Colorado. At the time of this survey, *The Colorado Guidelines for School Media Programs* was being reviewed prior to approval by the State Board of Education. They were received with enthusiasm by school librarians, principals, and superintendents. Librarians and administrators from other types of libraries would like guidelines designed for their libraries. Rural area librarians and administrators point out, however, that any guidelines adopted must relate to rural, low-population density situations as well as to urban areas.

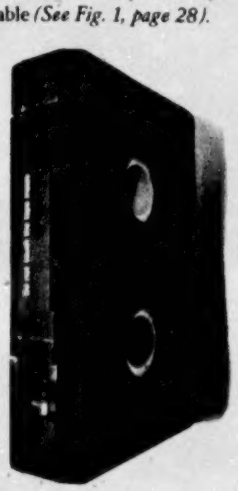
The task force recommended guidelines or standards for librarian performance, physical facilities, trustee performance, equipment, and collections. The state can assist in solving problems of small staffs, insufficient print and nonprint collections, physical facility inadequacies, and local administrative problems, but state assistance will not eliminate these local problems. However, the state can provide mechanisms and guides, combined with professional consulting assistance that will help the local unit improve itself.

Objectives:

1. *Guidelines for library service in public libraries in Colorado.*
2. *Guidelines for library service in academic libraries in Colorado.*
3. *Guidelines for library service in special libraries in Colorado.*
4. *Standards for regional library service systems in Colorado.*
5. *The implementation of school media guidelines.*
6. *The provision of consulting assistance necessary to use guidelines.*

Networking

A major communication development of the past decade has been an increasing concern about information networks. It is apparent that no single library can possibly meet all the information needs of its users by acquiring and maintaining the vast quantity of information available or even that which is known to be potentially applicable *(See Fig. 1, page 28).*



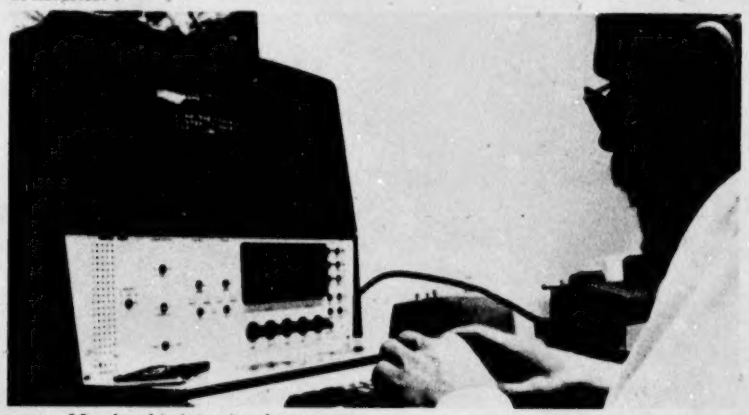
Colorado should provide for the effective and efficient coordination of such a network of networks. In this context, each library becomes a potential access point to all of the information resources provided through the many networks that could be made available by the proper design of statewide services. Existing and potential networks, such as the Statewide Reference Network, Med-Line, Ohio College Library Consortia, Washington State Network, the proposed Western State Network, and commercial on-line retrieval systems and other automated data bases could become valuable tools to the citizens of Colorado. The state has a strong tradition of network activities that provides a foundation that can be incorporated into regional and national networks. Sharing of resources involves a mutual responsibility, and libraries benefiting from networking must expect to contribute as well. If materials cannot be shared, financial or other support may be required to maintain equity and reciprocity between and among libraries.

Networking objectives are:

1. *Continuing study and education of the state's citizenry and library profession on national and regional network developments, with an assessment of their potential applications and evaluation of their effectiveness.*
2. *Identification of existing desired networks in the state and the recommendation of possible methods for access leading toward their optimum use.*
3. *Preparation of guidelines for planning and exploring network systems.*
4. *Preparation of planning studies and recommendations on components for essential cooperative programs or as networking adjuncts.*
5. *Appropriate administrative, legislative, and fiscal strategy will be devised as required to implement further network developments.*

Regional Library Service Systems

Since 1967 cooperative programs through seven public library systems have operated successfully in Colorado. System development has advanced from its experimental stage to an essential on-going program. The time has come to move to the concept of the regional library service system. During 1975, the Colorado State Legislature unanimously passed a bill establishing regional systems. CRS 24-90-124 allows for the creation of these cooperative programs and permits the participation of all types of libraries.



Membership in regional systems must be open to all libraries. Such broad membership will require expansion of the governing councils to include participating agencies in the decision-making process. New programs and new staffing patterns will be needed to expand the programs to an intertype service orientation.

Coordination with such other regional programs as boards of cooperative services and planning and management regions may be achieved through formal and informal relationships with these organizations. In addition, there should be a periodic review of the regional system boundaries to consider location of school district boundaries, locations of academic institutions, altered transportation routes, and other changing conditions.

Objectives for this program are:

1. *Membership of regional library programs open to all types of libraries.*
2. *Programs, geographical boundaries, and staffing of regional library programs appropriate for an expanded membership.*
3. *Administrators and citizens informed of the benefits of cooperative programs and resource sharing.*

The Role of The Colorado State Library

"In the carriages of the past you can't go anywhere."
—Maxim Gorky

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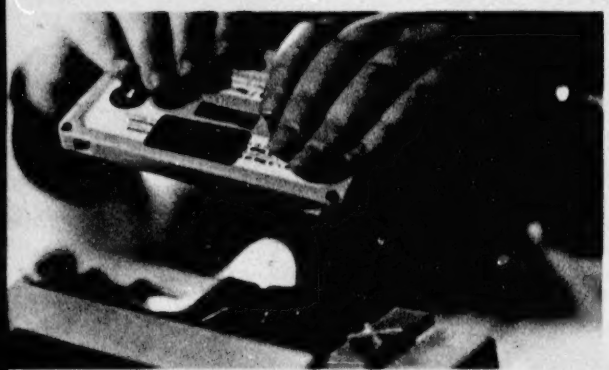
The State Library serves a dual role: encouraging development and providing service. It is directed by state law to encourage the development of libraries of all types and to aid in the establishment, improvement, and maintenance of libraries.* In addition, the state law directs the State Library to *"furnish or contract for the furnishing of library or information services to state officials and departments," and "to penal, correctional, charitable and medical institutions operated by the state."***

The State Library seeks to help school, public, academic, business, and other libraries realize their own potential by providing direction and leadership at the state level. The State Library is also concerned with the relationship of the various libraries to each other and the libraries' part in a larger statewide information network. The State Librarian is mandated to assist in the improvement of the technical knowledge and further training of professional persons employed by a library within the state. The State Library is also able to strengthen libraries by setting goals and objectives for library growth and developing and encouraging the use of standards and guidelines for library service. Personnel development is another way the state can help the individual library; most libraries in Colorado do not have the resources to develop their own training programs. It can also similarly assist the professional associations, colleges, and universities in developing training programs for library personnel.



*Colorado Revised Statutes 1973, Chapter 24

**Colorado Revised Statutes 1973, 24-90-107

The State Library is uniquely capable of planning, promoting, coordinating, guiding, and funding the sharing of library resources. In addition to the establishment of networks and cooperative programs, the State Library is the appropriate agency to evaluate and revise these programs. It is also directed by state law to receive and administer state and federal funds* for libraries. These funds are used to help meet local and statewide goals for library development.

As a provider of library service, the State Library is responsible for meeting the state's own informational and research needs. Information is essential for responsible decision-making, and a trained, experienced governmental reference staff is one of the best guarantees that information will not be overlooked. The Colorado State Library Reference Service operates as a central library for state government and as a clearinghouse for the materials that are available in agency collections. As part of the statewide reference network, it also provides the many libraries in the state with interlibrary loans and reference service, especially in areas of state and federal documents. The State Library also assists in organizing and maintaining agency collections and develops methods for locating the materials in the various libraries of state government. By cooperating with the specialized libraries in the departments of state government and providing technical assistance, a planned acquisition program, and a system of sharing information between departments, all of state government benefits from a greater depth of service.

*Federal funds have largely included Library Service and Construction Act, Titles I-4, Elementary and Secondary Education Act, Title II and National Defense and Education Act, Title III. Due to the consolidation of several federal educational programs into Elementary and Secondary Education Act, Title IV, the School Media programs were transferred from the State Library to the Department of Education, Office of Field Services in fiscal 1976.

Residents of the various state institutions have unique information needs. The State Library has provided technical aid and supplemented the library collections of these institutions. It encourages the rehabilitative use of library services by institution residents and reference services by staff members. Through a partnership of the technical skills of the State Library staff and a commitment to library service by the administrators of these institutions, Colorado's institutionalized can enjoy library service that includes collections of print and nonprint that is current and responsive to their needs, access to the state's resources through the statewide reference network, and a library staff that is trained to provide the specialized service required.

The State Library has a leadership responsibility to help library personnel assume new roles regarding the various media available for producing, storing, and transmitting information and to encourage libraries to consider the full scope of library service, including audio/visual and technological services. New ideas that can improve services and be cost-effective are supported through the funding of innovative projects, the dissemination of information about new programs and technological advances, continuing education, and through the testing of new aspects of library service.

The State Library can make expensive or infrequently used materials of various types available to libraries and expose libraries, their staffs, and clients to the possibilities of improved services through technological advances, such as computerized on-line data bases for reference, interlibrary loan, cataloging and circulation.

Expertise and collection development in audio/visual services and the utilization of new technology at the local and regional level should be encouraged where feasible and efficient.

Certain library services, such as those required by the blind and physically handicapped, cannot be provided effectively or efficiently at the local level and must be supported at a statewide level.

The State Library Services for the Blind and Physically Handicapped, in cooperation with the Library of Congress, serves Coloradans who are unable to use regular print library materials by providing them, through the cooperation of local libraries, with braille, large print or recorded library materials, and playback equipment. While these materials can be provided effectively from one or perhaps several centralized locations, personal library services for blind and physically handicapped patrons throughout the state can be provided only with the cooperation of local libraries. Farther, public information efforts by local libraries are essential if the thousands of potential users of the service are to be aware of it. Thus, in addition to providing whatever materials and services possible, the State Library takes the responsibility of communicating with local libraries regarding the unmet needs of blind or physically handicapped library patrons and of helping to provide and coordinate materials and information to meet these needs at the local level.

The library community and the citizens of the state are informed about the status of libraries in Colorado through the collection and analysis of statistics and other library-related data by the State Library. This information is needed to make critical decisions about library growth at the federal, state, and local level. Colorado law recognizes this need and authorizes the State Librarian to collect such information and statistics.

The Responsibilities of The Local, State, and Federal Governments

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Library funding for publicly supported libraries should be provided by a partnership of local, state and federal governments. Each level of government has a responsibility that is appropriate for that level of public support. Primary responsibility for basic funding of the individual school or public library rests with its community whether it is a school district, county, municipality, or library district. Each community sets its own priorities for public services, and unless a commitment for library service exists within that community, the library will not be used or supported.

The public library receives its basic funding through property taxes or local general funds. The library director is responsible for presenting the relevant managerial information to the city council, county commissioners, city managers, or other local officials who exercise authority over budgetary decisions. Trustees of the libraries are responsible for communicating the value of library service and the need for adequate financing to public officials and citizens. Guidelines for public library financing will provide goals for local government to achieve. The state should assist the public library in basic operations expenditures only where a low economic base makes the generation of adequate tax support impossible.

School libraries receive support from their school district, which administers both local and state funding. State funding through the Foundation Act has attempted to equalize resources within the 181 school districts in the state. The school district library or media supervisor and other librarians and media specialists have a responsibility to defend the value of the library or media program as a vital part of the educational programs of the district. The administrators and school boards also have a responsibility to explore the worth and understand the problems of media programs in their district. Local media advisory boards can help in promoting the value of school media programs.

State funds should be used as incentive grants to encourage all districts to meet the levels of adequacy explained in *Guidelines for School Media Programs*. Local effort should be rewarded and encouraged with state funding.

The state itself should exhibit a statewide commitment to library service by funding the staff of the Colorado State Library and the various state programs. State funding should provide consultants for school library/media centers and audio/visual programs, public libraries, interlibrary cooperation, continuing education and academic/special library consultants. In addition to the state-supported areas mentioned above, state funding should be used for interjurisdictional programs, specialized services, and innovative programs.

The very nature of library service with the almost unlimited availability of information makes cooperative programs and the sharing of resources desirable. The philosophy of service which motivates library personnel has led to innumerable programs of sharing. Because of the complexity of interjurisdictional programs and because the benefits from them cross political and organizational boundaries, state funding should be used.

Programs geared to the needs of a specialized clientele or a unique service often cannot be offered at the local level. The intent of these programs will determine whether the funding should come from the state or federal level. If they benefit the entire state or have statewide implications, funding should come from that level.

Experimental and demonstration programs should also be funded by the state or federal government with local communities assuming the responsibility for future funding if the program is a success and its continuation satisfies a local need.

Conclusions

A long-range plan is meant to be just that—a long-term guide. It is not a budget document, and specific details that are likely to become outdated rapidly have been deliberately excluded from it. Although budgetary decisions must be made in view of and by general direction of this document, budgetary specifics must be revised annually and are therefore not included here. Individual libraries are expected to use the guidelines that are discussed on page 18 to establish benchmarks for their own short-term objectives, and it is hoped that the concept of partnership in the total library community will result in participation in cooperative programs.

The State Library has a responsibility to determine three to five-year budget plans that are revised annually. These plans must be generated from the library community itself through formal and informal hearings, communications, and research. The cooperative organizations, the professional associations, the library profession, and the users and administrators of libraries can convey their needs to the Colorado Council for Library Development.

The Colorado Council for Library Development was created in 1962 to advise the Colorado State Board of Education, the State Librarian (Commissioner of Education), and the State Library, concerning library needs and programs in the state. The Council is empowered to study, to advise, and to recommend action on matters pertaining to all types of libraries in Colorado, providing informational inputs necessary to sound decisions. The Council is *not* empowered as an action group.

The Council is, then, the principal advisory body to the State Library and the State Board of Education. Its mission is to synthesize the needs and ideas of the library community and thus offer advice to the State Library and to solicit combined support for budgetary requests. As a consensus of the library community is reached on these short-range plans, the library community is then responsible for supporting the State Library in its request to the State Board of Education and the Colorado State Legislature.

"Once a plan is adopted it should be frequently reviewed to make sure that it is being followed, and that it is accomplishing the objectives of the company. Regular evaluation, and revision where necessary, will make planning a dynamic and meaningful aspect of management, and this will lead to better control and a healthier overall organization."
Managing Through People
—Carnegie & Associates (1975)

*The Colorado Council for Library Development Bylaws

Appendix

23 Definitions
24 Bibliography
25 Reported Frequency of Selected Media Activity
Information Needs of Citizens of Colorado
26 Overall Frequency of Use By Type of Library
Cross Use of Colorado Libraries By Users
27 Overall Frequency of Use By Student Status
28 Increasing Collection Requirements to Meet Requests

Definitions

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academic library	a library forming an integral part of a college or university, organized and administered to meet the needs of its students and faculty.
access	a way or means of making use of information or materials.
collection	an accumulated group of library materials. This can be a total accumulation of all library materials provided by a library for its clientele or a group of library materials having a common characteristic, such as a pamphlet collection, film collection, history collection.
Clapp-Jordan formula	formula devised by Verner Clapp and Robert T. Jordan. The formula identifies the principal factors affecting the academic needs for books and ascribes suitable weights to each.
Colorado Council for Library Development (CCLD)	an advisory council to the Colorado State Board of Education and the State Library concerning library needs and programs in the state.
community	a group of people who are served by a particular library.
Deputy State Librarian	the Assistant Commissioner, Office of Library Services, Department of Education, appointed by the State Librarian with the approval of the State Board of Education.
goal	a statement of direction, purpose, or intent, based on identified needs. It is general and timeless; that is specific achievement within a definite time period is not a prerequisite to its attainment.
guidelines	objective, observable, and usually quantitative measures of achievement set up as ideals of library service with which a particular library can be prepared. Guidelines are generally considered as recommendations and carry no funding or regulatory implications.
network	a formal organization of agencies that make available various data bases.
precept	a principle or command intended as a general rule of action.
professional librarian	a person holding a position in a library that requires training and skill in theoretical or scientific parts of library work, as distinct from merely mechanical aspects.
public library	a library that serves free all residents of a given community, district, or region, and receives its financial support, in whole or in part, from public funds.
public library system	an organization of public libraries established to provide cooperative interlibrary services within a designated geographical area.
regional library service system	an organization of libraries established to provide cooperative interlibrary services within a designated geographical area. Membership may include any type of library.
school library/media center	a collection of print and audio/visual materials and equipment with staff and physical facilities to serve the identified curricular needs of students and their other interests that may have been stimulated as a result of the instructional program.
special library	a library maintained by a business firm, association, governmental agency, or other organized group whose collections are for the most part limited in scope to the subject area of interest to the sponsor. Also, collections within a school, public, or academic library that are geared to a specific clientele or subject.
standards	objective, observable, and usually quantitative measures of achievement set up as ideals of library service with which a particular library can be compared. Standards may have funding or regulatory implications.
State Librarian	the Commissioner of Education, appointed by the Board of Education. He or she has "charge and direction of the State Library, except that he shall have authority to delegate to the deputy state librarian any or all of the powers given to the state librarian..." (CRS 24-90-105)

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Volume 3, Adult Non-student Summary
Volume 4, Geographic Summary
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Table 1

Reported Frequency of Selected Media Activity in Colorado Statewide

How Often Do You...?	*Every Day (%)*	*Almost Every Day (%)*	*Every Other Day (%)*	*Once or Twice A Week (%)*	*Less Than Weekly (%)*	*Total (%)*
Listen to radio	76	8	4	5	7	100
Watch television	76	9	6	9	4	100
Read a newspaper	67	9	5	12	7	100
Listen to a recording	41	9	9	18	23	100
Read a magazine or periodical	18	10	13	34	25	100
Read a book	18	7	6	17	52	100

Source Tables 1-5: *Survey of the Attitudes, Opinions, and Behavior of Citizens of Colorado with Regard to Library Services.* Denver. State Library, 1973 and 1974.

Table 2

Information Needs of Citizens of Colorado

The first ten types of information that people said they wanted or needed, in order, were:

1. *News and current events*
2. *Music for enjoyment*
3. *Weather conditions/forecasts*
4. *Special TV programs for entertainment*
5. *Upcoming TV programs*
6. *Consumer information on products*
7. *Available movies/plays*
8. *Locating products and services in the area*
9. *Taxes*
10. *Services of city/county/state*

Citizens were then asked which kinds of information they might obtain from a library. The top ten kinds of information in this category were:

1. *Nonfiction books for enjoyment*
2. *Best-selling nonfiction*
3. *History*
4. *Fiction books*
5. *Local history*
6. *General reference material for study*
7. *Best-selling fiction*
8. *Education*
9. *Literature*
10. *Psychology*

Table 3

Overall Frequency of Usage By Type of Library Among General Population In Colorado (13 years and over)

	Public Libraries (%)	*Secondary School Libraries (%)*	*College Libraries (%)*	*Special Libraries (%)*
Use More Than Once a Year	54	17	15	12
Use: 1-3/year	13	2	5	4
4-6/year	12	1	2	2
monthly	14	3	3	2
2-3 month	8	3	1	1
more than 3/month	7	8	4	3
Use Less Than Once a Year	46	83	85	88
	100	100	100	100

Table 4

Cross Use of Colorado Libraries By Users (Those Who Use The An Average of Once A Year) Particular Type of Library

	Statewide Average (%)	*Users of Public Libraries (%)*	*Users of Secondary School Libraries (%)*	*Users of College Libraries (%)*	*Users of Special Libraries (%)*
Use (Also):					
Public Libraries	54	x	77	74	72
Secondary School Libraries	17	24	x	15	15
College Libraries	15	20	13	x	26
Special Libraries	12	17	10	24	x

Read: 77% of the people who use secondary school libraries also use public libraries.

Table 5

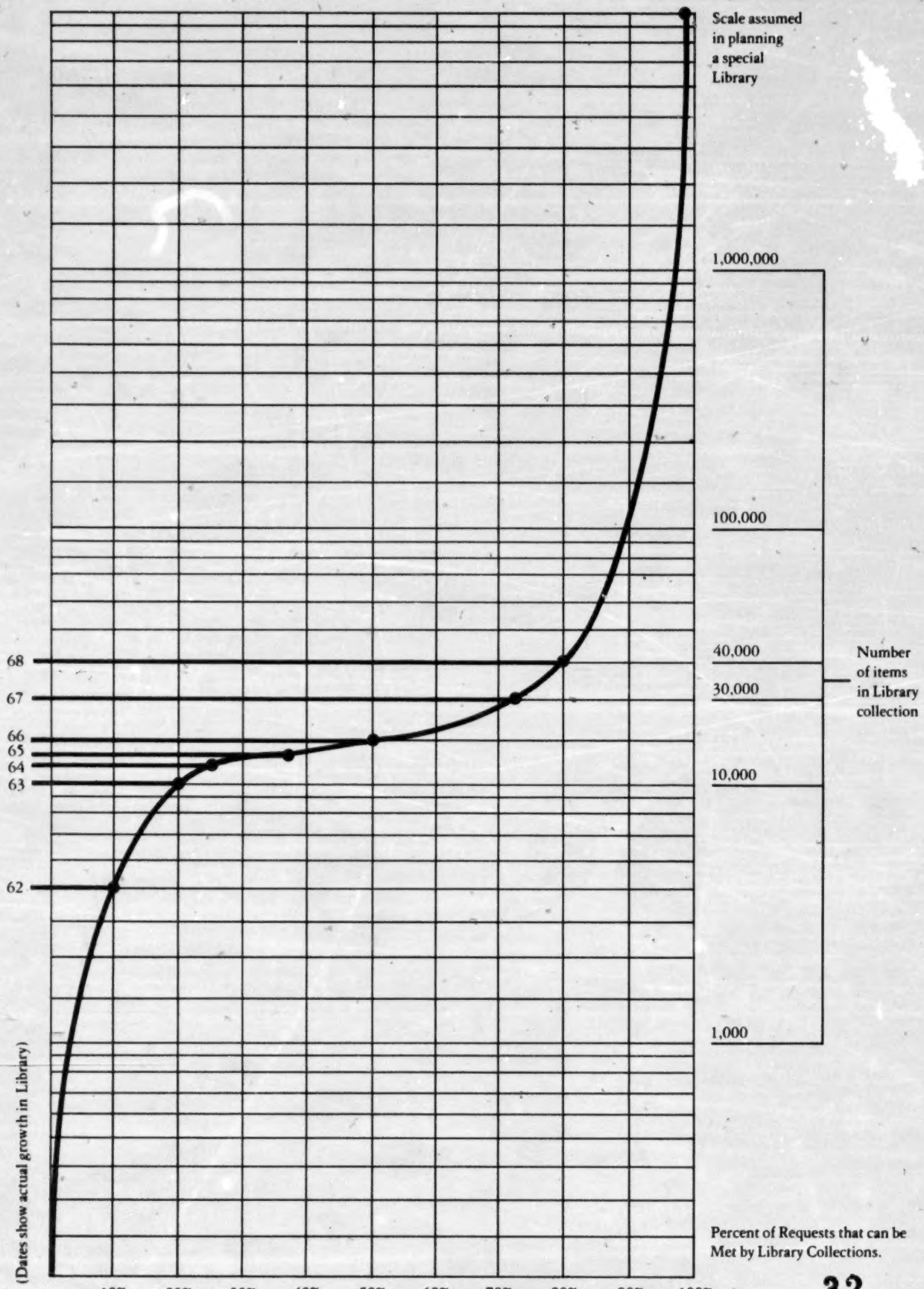
Overall Frequency of Use For Types of Libraries In Colorado By Student Status

Adult Nonstudents:	*Public Libraries (%)*	*Secondary School Libraries (%)*	*College Libraries (%)*	*Special Libraries (%)*
Use Less Than Once a Year	51	96	89	87
Use: 1-3/year	13	1	4	4
4-6/year	10	•	2	2
monthly	13	1	2	3
2-3/month	7	•	•	1
more than 3/month	6	2	2	3
	100	100	100	100
Secondary School Students:				
Use Less Than Once a Year	20	8	93	94
Use: 1-3/year	20	7	5	3
4-6/year	21	6	1	1
monthly	15	13	1	1
2-3/month	14	20	–	–
more than 3/month	10	46	–	1
	100	100	100	100
College Students:				
Use Less Than Once a Year	29	95	20	88
Use: 1-3/year	13	1	7	4
4-6/year	19	–	7	2
monthly	15	–	11	2
2-3/month	9	•	11	1
more than 3/month	15	3	44	3
	100	100	100	100

•*Less Than .5%*

Figure 1. Increasing Collection Requirements to Meet Representative Requests for a Special Library

This graph assumes that the mission of the library has not changed.



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